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COMMUNITY GENERAL PLAN

Madera, California

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REPORT NO. 2

COMMUNITY GENERAL PLAN

June 1968

city planning Madera

GRUNWALD, CRAWFORD and ASSOCIATES



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(REPORT NO. 2)

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June 1968

Grunwald, Crawford & Associates
City and Regional Planning Consultants

The preparation of this report was financed in part through an urban planning grant from the Housing and Home Finance Agency under the provisions of Section 701 of the Housing Act of 1954, as amended.

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TABLE OF CONTENTS

PART I	INTRODUCTION	1
	CONTENT OF THIS REPORT	1
	THE SECOND PHASE OF THE CITY'S COMPREHENSIVE PLANNING PROGRAM	2
PART II	BACKGROUND SUMMARY, GOALS AND POLICIES	3
	LOCATION FACTORS	3
	POPULATION-ECONOMIC ACTIVITY	4
	LAND USE FACTORS AFFECTING PHYSICAL DEVELOPMENT	5
	PLANNING GOALS AND DEVELOPMENT POLICIES	9
	THE SKETCH PLAN REVIEW AND POLICY PROCESS	20
PART III	THE MEDIUM-RANGE COMMUNITY GENERAL PLAN	23
	INTRODUCTION	23
	LAND USE ELEMENT	24
	TRANSPORTATION	31
	COMMUNITY FACILITIES	34
	PUBLIC UTILITIES	39
PART IV	THE LONG-RANGE COMMUNITY GENERAL PLAN	41
	INTRODUCTION	41
	LAND USE ELEMENT	42
	TRANSPORTATION	44
	COMMUNITY FACILITIES	46
PART V	ADOPTION AND INTERPRETATION OF THE PLAN	49
	ADOPTION	49
	INTERPRETATION	52
PART VI	TOOLS FOR CARRYING OUT THE GENERAL PLAN	53
	INTRODUCTION	53
	COORDINATION OF GOVERNMENTAL ACTIVITIES	54
	DEVELOPMENT REGULATIONS	59
	DETAILED STUDIES REQUIRED	63
	ANNUAL REVIEW AND PERIODIC REVISION OF THE GENERAL PLAN	70

PART 1

INTRODUCTION

The publication of this report represents the fourth major step toward the City's ultimate adoption of a comprehensive Community General Plan. The first step was taken in 1965, when the City Council and the Planning Commission chose to launch a General Plan Program. The second was marked by the start of the Program in the spring of 1966 following approval of the City's application for an urban planning grant from the Housing and Home Finance Agency under the provisions of Section 701 of the Housing Act of 1954, as amended. The third step was accomplished in the spring of 1966 with the publication of "Report No. 1 - Basic Determinants for Plan Preparation."

The community can take considerable pride in the accomplishment of this step for several reasons. Uppermost among these is the fact that the results, as reported here, are a reflection of community involvement rather than solely the work of professional planners. This is particularly evident through the contributions of the City Council, Planning Commission, and Citizens' Committee. The many hours of deliberation and study involved has created a Plan that can be used as a meaningful policy document to guide community development.

CONTENT OF THIS REPORT

This report is presented in six parts, including this introduction. Its organization and format is intended to show total program continuity, beginning with a background summary, followed by sections on development policies, Plan description and means of implementation.

Part 11 is a summary of the major conclusions identified during the analysis phase as described in "Report No. 1 - Basic Determinant for Plan Preparation." It also presents the City's answers to the several policy questions posed

in the first report, which served as the broad framework within which alternative plan proposals were discussed and resolved.

Part III consists of a description and diagram of the Medium-Range Community General Plan showing the basic elements of Land Use, Transportation and Community Facilities for a forecast period to 1980.

Part IV consists of a description and diagram of the Long-Range Community General Plan showing the basic elements of Land Use, Transportation and Community Facilities for a forecast period to 1990.

Part V describes the essential requirements for Plan adoption and interpretation, following the procedure for formal adoption as required by the State Planning Law.

Part VI describes the essential requirements for Plan implementation, including techniques of coordination among public agencies, development regulations, special studies, and functions required to assure a continuing planning process.

THE SECOND PHASE OF THE CITY'S COMPREHENSIVE PLANNING PROGRAM

When the City first submitted its application for 701 funds, limitations on the availability of federal funds required submission of the application in two phases. Phase 1, as approved, includes the Community General Plan, proposed Zoning and Subdivision Ordinances, and a Financial Plan. The ordinances and Financial Plan have been published separately. With completion of Phase 1, the City should proceed to submit an application for Phase 2 so that it may be equipped with the complete range of planning tools envisioned during the conception stage of the Program. As originally conceived, Phase 2 would provide a Recreation Element, a Central Business District Element, an Industrial Development Element, and an Annexation Program. It is recommended that Phase 2 be revised to include a Housing Element as required by an amendment to the State Planning Act in 1967.

PART II

BACKGROUND SUMMARY, GOALS AND POLICIES

The publication in April, 1967 of 'Report No. 1 - Basic Determinants for Plan Preparation' concluded the first phase in the presentation of the General Plan Program. The earlier report, while not repeated in its entirety in this report, must be recognized as being a part of the General Plan itself. The study of the economic patterns, interpretation of changing patterns as emerging trends, growth forecasts and the identification and discussion of major Plan policies, formed the broad framework within which the Plan alternatives were conceived. The following is a summary of the major findings in Report No. 1:

LOCATION FACTORS

- Madera enjoys a strategic location as part of the richest agricultural region of the country and within 22 miles of the San Joaquin Valley's largest and most economically vital metropolitan area.
- The City's location along Freeway 99 places it within a few hours driving time of the Los Angeles and San Francisco metropolitan areas, exposing it to the majority of motor traffic generated between them. While some decrease in traffic on 99 can be expected during the early years following completion of the Westside Freeway (Interstate 5), traffic along 99 can be expected eventually to exceed current levels as the result of economic expansion and population growth in cities served by 99 and increases in recreation travel destined for nearby recreation areas of statewide and national attraction in the Sierra Nevada mountains.
- The City's central location within Madera County will continue to support its dominance as the primary trading center of the County.
- The City's locational advantages also carry with them the compelling need for the community to exert an aggressive influence over future

development to offset partially the overpowering competition of its metropolitan neighbor and to avoid an erosion of local economic strength.

POPULATION - ECONOMIC ACTIVITY

- An average annual population growth rate of 3.2% for five decades places the City slightly below the pace maintained by the State but substantially above the rates for the County and the San Joaquin Valley.
- The corporate population of the City has nearly tripled since 1940, with the current urban area population in excess of 17,000.
- The urban area population forecasts of 21,000 by 1975, 24,000 by 1980 and 30,000 by 1990 reflect consideration of a variety of factors affecting growth. The more important of these factors are: the expansion of agricultural activity in the County as the community's economic base; the expansion of agricultural service industries; local diversification of employment offered by new industry; the expansion of Fresno's industrial, service and retail complex within easy commuting distance; and a continuation of the rural to urban population movement at a decreasing rate.
- Population forecasts cited above represent the middle-range of low, middle and high figures for each of the three forecast periods. The middle-range translates into a growth rate of 2.4% annually, the same rate sustained during the period 1960-1966.
- The ability of Madera to slow the exodus of young people completing high school through such incentives as a junior college and employment opportunities will have a substantial effect on the natural growth of the population.
- The Madera urban area cannot continue to rely heavily upon the immigration of rural inhabitants of the County for its primary source of population growth as it has since 1950. Future growth will depend

greatly on expansion of the industrial base creating employment opportunities attractive to people elsewhere within the state and out-of-state. More serious problems could result if the community is unable to attract replacement industries to provide new jobs for those formerly employed in farm labor.

- School enrollment forecasts and capacities of existing school plant facilities in the urban area translate into the need for modest expansion of elementary facilities and a new junior high by 1970.
- Projected employment among major industry groups indicates greater emphasis on Manufacturing and Services. The unemployment rate should begin a downward trend as farm labor becomes less prevalent, as industries provide more stable and diversified job opportunities, and as more people commute to jobs in the Fresno metropolitan area.
- While per capita income is expected to more than double by 1990, substantial effort must be made to improve the income status of nearly 24% of the population having family incomes under \$3,000 in 1966.
- Less than two-thirds of Madera's trade area buying power is spent in Madera. The City has been strongest in capturing its share of the available market for building materials, farm equipment, automobiles, and apparel, and is weakest in general merchandise, drugs and furniture and household appliances.

LAND USE FACTORS AFFECTING PHYSICAL DEVELOPMENT

- A planning area embracing nearly 46 square miles, three-fourths of which is agricultural and vacant land. Vacant land alone accounts for 22% of the total area.
- Soil conditions, rolling terrain, speculative subdivisions, and inadequate supplies of irrigation water have combined to maintain the vacant character of lands north of the community.

- An urban development pattern influenced greatly by the alignment of railroad mainline and spur tracks.
- Extensive acreage of idle land by-passed in the process of urban development. Within the triangle formed by Avenue 17, the Fresno River and the Southern Pacific Railroad, there are approximately 1,700 acres of by-passed idle land comprising 60% of the net land area excluding streets.
- Metes and bounds subdivisions and irregular lot splits in old subdivisions to the north and east have created fragmented ownership patterns that pose obstacles to orderly urban expansion and the provision of urban services.
- A scattered pattern of two and three dwelling units on lots and sites developed originally for single-family use.
- A high percentage of substandard housing east of Freeway 99 and east of the central business district, with a high percentage of residential streets without curbs, gutters and adequate street paving. Nearly 80% of the housing east of Vineyard Avenue and south of Clinton is dilapidated or deteriorating.
- While average in quality, the immediate post-war housing area north of the central business district and north of the river south of Cleveland Avenue exhibits sufficient characteristics of aging to support the need for early neighborhood conservation efforts as a preventative measure against blight.
- While most residential subdivision activity during the past 10 years has occurred west of Freeway 99, new housing starts have been fairly equally balanced between east and west sides of the community.
- Of the nearly 300 acres of commercial use within the planning area, commercial services account for nearly 60% of the total and are present to some extent in 19 of the 20 planning units defined for purposes of community analysis.

- The central business district contains only 20% of the commercial development in the planning area.
- If past policies and actions of the City which have tended to encourage strip commercial development of a number of major and collector streets are continued, they will combine to pose serious obstacles to maintaining the economic vitality of the central business district as the shopping goods center of the community.
- Modest improvements within the CBD in recent years have been insufficient to overcome limitations in overall attractiveness and convenience which pose obstacles to off-setting some of the increasing competition of commercial centers in Fresno.
- The continued expansion of retail functions within the CBD easterly along Yosemite Avenue would create instability within the commercial core and aggravate attempts to improve the competitive position of retail functions within the CBD which are now centered along a D Street axis.
- The general condition of development along Gateway Drive indicates the need for a face-lifting in order to maintain and enhance commercial service and highway commercial opportunities and to enhance approaches to the central business district and city-county government complex.
- The general appearance of major entrances to the community from Freeway 99 along Gateway Drive south of Olive Avenue and north of Cleveland Avenue requires serious attention in order to enhance the attractiveness of the community to the highway traveler.
- The City's industrial areas represent an unusually small percentage of the developed incorporated area (less than 1%). Of the 300 acres of industrial development within the entire planning area, only 20 acres or about 7% are within the City limits.

- The location of highways, railroads and the airport combine to offer an unusually fine array of opportunities for the location of industries which have distinctly different requirements for land, shipping and access. Industrial potential is increased by the availability of large acreages of City-owned land near the airport and south of Howard Road.
- The location of areas of existing and potential industrial development in the northeast, southeast, southwest and northwest quadrants of the community suggest primary directions for residential expansion south and west of the developed community.
- Public ownership accounts for approximately 2,600 acres in the urban area, with streets and other public rights-of-way the largest single public use involving more than 2,000 acres. Although two-thirds of the planning area population resides within the City, less than one-third of the street inventory is within City limits.
- The area in streets represents an unusually high percentage of the developed area - 30% within City limits, and 40% within the unincorporated fringe. There is actually one-third more land used for streets and alleys than there is for homes, indicating a disproportionate commitment to streets out of scale with what is reasonably needed for traffic service and access. Much of this commitment is due to the miles of roads through vacant subdivisions, the spotty pattern of fringe development, and the excessive grid pattern of streets in built-up areas involving short blocks.
- The bed of the Fresno River offers a unique opportunity for shaping and contouring to meet community recreation-park needs of the community.
- Substantial acreage in public school sites which is undeveloped or only partially developed for recreation purposes offers considerable potential for meeting neighborhood recreation-park needs of the community before investing in additional acreage.

PLANNING GOALS AND DEVELOPMENT POLICIES

A 40-member Citizens' Advisory Committee was appointed by the City Council during early stages of the Community General Plan Program to perform the following functions:

1. To assure that the General Plan would reflect a true cross-section of public opinion and support.
2. To act as a media for keeping the general public informed of the nature and progress of the General Plan Program.
3. To inject into the Program a comprehensive background of knowledge and experience of citizens of the community.
4. To advise the Planning Commission and City Council on those policies which should have the most important influence upon the development of General Plan proposals.

In keeping with these functions, the Citizens' Advisory Committee organized itself into three subcommittees in order to permit discussion of the development policy issues presented in Report No. 1 by persons having similar background and interests. The subcommittees on Social, Economic and Environmental Goals met frequently, with each subcommittee being concerned with all development policy issues from their separate points of perspective. The subcommittees reached virtually the same conclusions on most of the development policy issues, and reconciled their differences during general meetings of the Committee as a whole.

The scope of Advisory Committee deliberations extended beyond matters over which city government has direct responsibility and influence. The Committee's concern was with the total community. In reporting to the Planning Commission, the Citizens' Advisory Committee discussed each of its findings and conclusions with the Commission. The Commission in turn adopted the Committee's report and added further views and recommendations which provided the total policy framework for the preparation of Sketch Plans and subsequently the Community General Plan proposals which

now appear in written and graphic form in Parts III and IV of this report. The statements of planning goals and development policies which follow therefore represent the product of both Citizens Committee and Planning Commission effort. They are presented by the major topic headings used in the Citizens' Committee report to the Commission.

Intergovernmental Cooperation

1. The City should take a leadership position and actively seek an agreement with Madera County for the control of development in the fringe area. For the purposes stated here, the fringe area is defined as the area of the general plan study. It is mandatory that in the fringe area:
 - a) building standards be comparable,
 - b) subdivision development standards be compatible,
 - c) land use and zoning patterns be mutually satisfactory and beneficial, and
 - d) road improvement projects be coordinated.
2. A metropolitan planning commission should be organized immediately for the purpose of coordinating the City's and County's effort in their respective general plan programs. This commission should be composed of members from the City and County Planning Commissions and should be advisory to the City Council, Board of Supervisors, and their respective Planning Commissions.

The commission should be organized by written agreement between the City and County. The Planning Commission should recommend on planning matters taking place within an agreed upon area, that is Madera and its immediate environs.

3. The City should seek to maintain its present monopoly on public water and sewer utilities. To avoid encirclement by special purpose

districts, the City should oppose all proposals for the formation of special service districts which would compete with city services. In addition, the present County policy which requires subdivisions in the Valley to be developed to urban standards including public water and sewer systems should be maintained. Such a policy indirectly forces subdivision activity to take place adjacent to existing city development in order to utilize the existing public water and sewer systems of the City.

4. The City should seek to establish joint policies and agreements with local water conservation and distribution agencies for the purpose of assuring proper ground water management operations which take cognizance of long-term municipal and industrial requirements for water.
5. An agreement should be sought with the Madera Irrigation District to assure the City's continued use of the canal system for storm drainage. In addition, the City should join with other agencies in developing a long-term solution to the storm drainage problem.
6. It should be recognized that governmental agencies such as the Madera Unified School District and the County Welfare Department are maintaining programs for the training of the unskilled worker. Such programs are desirable and necessary in order to build the economic strength of the community and should be supported wherever possible.

Employment

1. The City should seek to diversify employment opportunities by encouraging the location of nonagriculturally oriented industries. Such industries would ideally have stable employment levels or peak labor demands that would be complementary to peak labor demands for agriculture.

2. In general, as many jobs are created by the expansion of existing industry as are created by the location of new industries. Local industry should be supported.
3. The community should take cognizance of the worsening labor situation created by an increasing percentage of low income families moving into the community. In order to maintain economic stability, the community should seek to create basic employment opportunities by the location and expansion of industry and should support vocational training programs for the training of unskilled workers.

Residential Development

1. Future residential growth of the City should be an extension of existing urban areas. Undeveloped areas within the City should be given the highest priority for development.
2. The extension of City utility services should be used as a tool to control and prevent urban sprawl.
3. The present County policy which requires all new subdivisions within the planning area to be developed to urban standards should be maintained. This means that development should be encouraged to take place on the fringe of the City with annexation to the City of Madera and connection to the City's utility services.
4. Agricultural land quality should not be a major determinant in determining areas for urban expansion.
5. The City should carefully review development standards for subdivisions in an attempt to accommodate all levels of subdivision development.
6. In order to facilitate an orderly filling-in process of residential development in the area bounded by the Fresno River, Avenue 17,

and the Southern Pacific Railroad, the City should initiate a program in cooperation with the County and property owners in the area for the preparation of precise plans showing street locations, future lot ownership patterns, recreation areas, and zoning. The precise plan should also contain an element for the orderly extension of City utilities and an annexation program.

7. Future trailer house development should be accommodated only in modern mobile home parks at locations and with site development features which will insure against depreciating surrounding property values and be an asset to the community.

Commercial Development

1. The central business district should be strengthened as the main shopping area of the City. It is essential that the downtown area be kept healthy. However, all serious proposals for commercial development outside of the central business district should be given consideration.
2. Retail commercial development serving residential neighborhoods should be limited to convenience goods centers.
3. The City should become actively engaged in a concentrated code enforcement program to effect the improvement or removal of dilapidated commercial buildings and signs, with initial emphasis on Gateway Drive.
4. The City's major highway entrances should be developed as attractive corridors with commercial areas being established only at strategic intersections.

Industrial Development

1. Community attitudes must improve if Madera is going to be successful in attracting industry. The development of community pride is

essential in presenting the best possible image for Madera.

2. There is a need for more city type services than the County Chamber of Commerce presently provides. In order to receive increased services, the City should be willing to participate financially in the support of the Chamber.
3. A City Chamber of Commerce or like organization should be formed to look after the development interests of the City and to represent City interests with potential developers and industries.
4. The Madera Municipal Airport should be given high priority for industrial development. The availability of a large amount of undeveloped land coupled with excellent connections to the inter-state highway system and the presence of an uncongested airport make this site entirely feasible for light industrial development.
5. Equally promising as an industrial site is the City owned property now being used for sewer farm operations. When the sewer plant is relocated, this site should offer an ideal site for heavy industry because of the presence of sewer and water utilities as well as service from the Southern Pacific rail spur.
6. The City's industrial development policy should reflect the need for greater diversification and basic employment opportunities by:
 - a) reserving sufficient space for industry;
 - b) recognizing the need for a variety of locations to avoid creation of a monopoly on the industrial land market and to reflect varying requirements for transportation facilities and utility services; and
 - c) developing policies and regulations which reserve land for exclusive industrial use to encourage development of a

community of industries and to prevent encroachment of industrial areas by incompatible land uses.

7. The community should attempt to maximize the advantage of the benefits offered by close proximity to Fresno while attempting to bring about Madera's own economic development. The labor force, transportation facilities, industrial markets, education and entertainment opportunities, and regional shopping facilities of Fresno coupled with the small town atmosphere of Madera should prove to be an attraction in the location of industries. The Madera County industrial development committee should coordinate their efforts with the Fresno County industrial development committee.

Natural Resources and Conservation

1. The community should have a conscious policy of fostering natural resource development and conservation by practicing and encouraging wise use and management of the areas' natural resources. Potential projects for natural resource enhancement are the development of the Fresno River channel into a scenic parkway and playground and the completion of the Lake Madera Recreation Area.
2. The rolling lands to the north and east of Madera are well suited for agricultural purposes. Residential development in these areas outside of the existing platted subdivisions should be discouraged. The triangle of land bounded by the Southern Pacific Railroad on the west, Avenue 17 on the north, and the Fresno River on the south and east should be filled in with residential development.
3. The City should work toward the productive use of the large acreages of land in speculative subdivisions north of the City of Madera. It may be possible to assemble these parcels into small farming units.

Housing

1. The City should make a firm commitment to arresting the deterioration of residential neighborhoods.
2. The City should capitalize on the support shown by the Citizens' Advisory Committee to develop a more active code enforcement program.

By enforcing the State housing law and requiring a certificate of occupancy for all dwelling units, much could be done to eliminate unsafe and unsanitary dwelling units in the City.

3. The City should actively promote neighborhood improvement by assisting in the self-help programs of neighborhood associations, church groups, and other organizations. The City should explore the use of special assessment districts as a technique to bring about the upgrading of public improvements in neighborhoods where these improvements are severely substandard.
4. Wherever possible, private efforts for neighborhood improvement should be used rather than public funds. Where no other solution is practical or available, Federal assistance should be sought.
5. The feasibility of development of low cost public housing should be investigated.

Streets and Highways

1. Highways should be planned to avoid or at least minimize further decomposition of agricultural land patterns within the planning area.
2. When the alignment for the reconstruction of Highway 145 to freeway standards is selected, the factors of social, resource, and aesthetic values and the public and private objectives of urban renewal and accessibility to the downtown business district should be given weight in the benefit-cost analysis.
3. It is recognized that street deficiencies far outstrip the ability of local government to finance street improvements. As in the past, street improvement priorities should be allocated to the areas of greatest need. In areas of severe street deficiencies, the assessment district procedure should be offered to the residents to bring about immediate improvement. The feasibility of extending the present program of no interest financing for curb and gutter to other public improvements should be studied.

Schools, Parks and Recreation

1. Madera should seek to provide a broad spectrum of recreation opportunities for all people of the community. Listed below are several specific projects considered to have merit by the Committee:
 - a) An agreement should be sought with the County so that the Courthouse Park can be developed into a center for senior citizens. The need for such a center is made apparent by the number of senior citizens who presently spend the day in and around the central business district. The addition of shuffle-board courts, horseshoes, and card playing tables at Courthouse Park would offer considerable attraction for senior citizens to an already beautiful but underdeveloped park.
 - b) A teenage center should be developed.
 - c) After the construction of Hidden Dam, the Fresno River channel should be developed into a greenbelt recreation park. Picnic facilities, children's playground equipment, tennis courts, and the like would offer complete recreation opportunities in this unique natural setting.
2. The advance acquisition of park and playground sites and the integrated development of city parks with elementary school sites are strongly recommended. In the latter case, the combination of parks with elementary schools would lead to maximum use of park and playground facilities at least cost to the community.
3. The Lake Madera recreation area must be further developed in order to become an attractive, useable facility. The use of the lake as an equalization pond for the Madera Irrigation District should be explored.
4. A recreation plan should be developed setting forth the objectives and goals of the community regarding recreation and detailing

standards and proposed locations for park and playground development.

5. The City Council should appoint a recreation commission or other similar body whose primary function would be to coordinate the efforts and programs of the City, school district, service clubs, religious, charitable and civic organizations for recreation development. This group would be an active voice for the promotion of recreation opportunities and could also serve as the agency to seek State and Federal aids for recreation development.
6. The City should require the dedication of land or deposit funds toward neighborhood park development as a condition of subdivision approval.
7. An effort should be made to acquire and use all available sources of funds for recreation development including 1964 Bond Act money and the Federal Land and Water Conservation Fund Act.
8. Local service clubs and civic organizations should be encouraged to participate in recreation development by contributing playground and recreation equipment.
9. The City should strongly seek the location of the Junior College campus in or adjacent to Madera. If necessary, a portion of the City's airport site should be offered as a site for this campus. The City Council should appoint a citizens' committee to develop local interest and argue the City's case before the State Center Junior College Board of Education. The location of such a facility in Madera would provide unique educational opportunities for Madera residents as well as act as an academic and cultural stimulus. It must be recognized that current thoughts to locate this campus on the Madera side of the San Joaquin River along Highway 41 would place this campus at an extremely remote place for Maderans.

Annexation

1. The City should pursue an aggressive annexation policy aimed at the incorporation of the urbanizing area. Such a program should be realistic and orderly and in keeping with the City's capability to absorb new annexations and provide city services to the annexed areas.

Community Appearance

1. The City should become more concerned about the appearance of the community. Much improvement is needed in the City's commercial areas as well as in several residential districts. For example, the appearance of subdivisions could be improved greatly if streamlined or underground distribution for electricity were required in all subdivisions.
2. The major highway entrance to Madera from the north should be moved from its present location at Avenue 16 to the Cleveland Avenue interchange, thereby greeting visitors to our community with the green expanse of Rotary Park rather than the junk yards and dilapidated commercial structures of North Gateway Drive. This proposal should be viewed as a short range solution to the long term problem of cleaning up Gateway Drive.
3. The State-owned triangular parcel of land at the southern entrance to the City on Highway 99 should be developed as a rest stop.
4. The City should initiate a concentrated code enforcement program aimed at the elimination or improvement of substandard and deteriorating commercial structures and signs along Gateway Drive.
5. As recommended in the section on Housing, a concentrated code enforcement program should be initiated for the purpose of eliminating substandard housing.

6. The eventual feasibility of relocating or depressing the Southern Pacific Railroad through the center of Madera should be given serious consideration. At the present time this mainline not only disrupts the traffic pattern of the community, but the dilapidated buildings maintained by this company at strategic intersections detracts considerably from the appearance of the community.
7. The eventual piping of open ditch irrigation canals should be pursued.

General

1. The City should support the efforts of Methodist Homes to develop a community hospital.
2. It is recommended that the General Plan Citizens Advisory Committee be kept active to serve as an action committee in the implementation of the general plan.
3. The City should take advantage of the community's support generated by the Citizens' Advisory Committee for the accomplishment of the stated goals.

THE SKETCH PLAN REVIEW AND POLICY PROCESS

Upon determination of the goals and development policies listed above, sketch plans were prepared for further review and discussion by the Planning Commission and Citizens' Advisory Committee depicting physical development proposals. Proposals of the sketch plans were presented and discussed at a series of joint meetings of the two bodies. The sketch plan review process was intended primarily to analyze alternative approaches to accommodating future growth. Alternatives were discussed in light of the previously established policy framework. Decisions on population densities and the general location and extent of residential, commercial and industrial areas, recreation areas,

and transportation and other public facilities were agreed upon for inclusion in the Medium and Long Range versions of the Community General Plan described in Parts III and IV of this report.

Medium-Range Community General Plan Madera, California

Residential

- Urban Medium Density: 6-9 Dwelling Units per net acre of land in residential use.
- Urban Low Density: 3-5 Dwelling Units per net acre of land in residential use.
- Residential Acreage: 1 Dwelling Unit per 2.5 net acres of land in residential use.

Commercial

- Neighborhood Commercial
- Central Commercial
- Service Commercial
- Highway Commercial

Industrial

- Limited Industrial
- General Industrial

Community Facilities

- Schools As indicated on Plan Diagram
- Other Community Facilities As indicated on Plan Diagram
- Recreation - Park and Open Space

Other

- Open Space Conservation
- Agriculture
- Reserve Areas Color denotes use category

Circulation

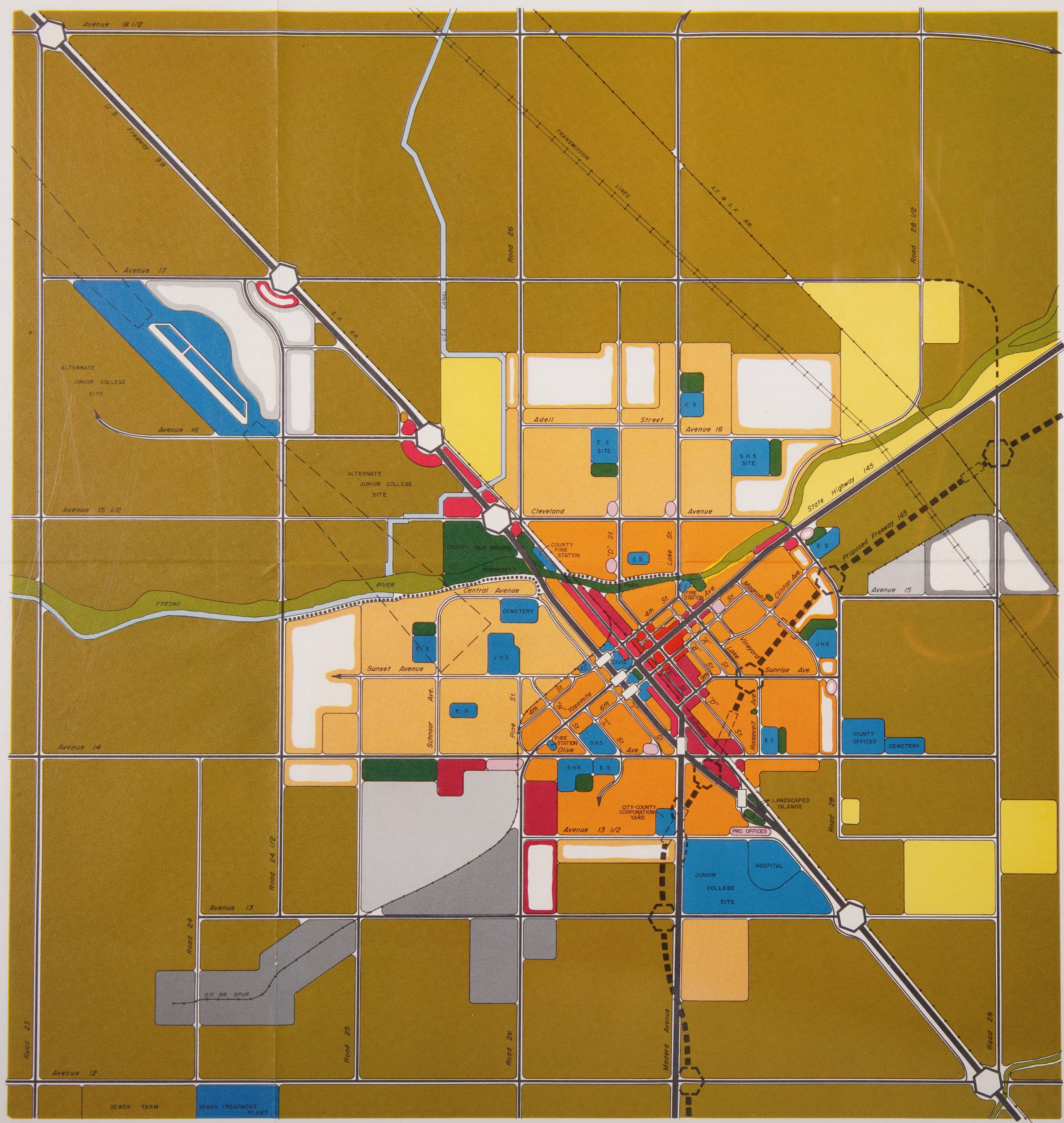
- Freeway, Interchange and Grade Separation
- City Major Street - County Primary Road
- City Collector Street - County Secondary Road
- Scenic Parkway

In interpreting proposals shown on this diagram, it must be emphasized that reference to the descriptive analyses, policies and proposals contained in the text is necessary to gain a complete understanding of the Community General Plan.

Preparation of this map was financed in part through an Urban Planning Grant from the Housing and Home Finance Agency under provisions of Section 701 of the Housing Act of 1954, as amended.



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PART III

THE MEDIUM-RANGE COMMUNITY GENERAL PLAN

INTRODUCTION

The Madera Community General Plan has been prepared to provide both a medium-range (10-12 year) and long-range (20-25 year) view of requirements and objectives for accommodating future growth and development. The medium-range Plan is designed to accommodate a 1980 urban area population of approximately 24,000, and it is intended to serve as the primary instrument of community development policy for both the City and the County.

The Medium-Range Community General Plan was conceived within the framework of goals and development policies described in Part II of this report. It provides guidance for the shorter-term actions and direction required in achieving gradual implementation of long-range proposals. It permits a better understanding of how requirements for future development relate to the Madera of today, and avoids the dangers of over-commitment inherent in policies and proposals which are based solely on a long-range view of community needs. Thus, the Medium-Range Plan becomes particularly important and useful in making decisions on the expenditure of public funds, in the application and administration of development regulations, and as a guide for private investment decisions which will result in the provision of housing, commerce, jobs and such other needs of the community which require substantial participation and exercise of responsibility by private enterprise.

Proposals of the Medium-Range Community General Plan are described below in terms of the primary elements of activity and development within the community. This description provides the essential interpretation of proposals which are shown graphically on the accompanying Medium-Range General Plan Diagram.

LAND USE ELEMENT

Residential

Three levels of residential development are shown on the Plan Diagram in consideration of the different intensities (densities) of residential development which must be accommodated. They are:

Urban Medium Density: 6-9 dwelling units per net acre of land in residential use

Urban Low Density: 3-5 dwelling units per net acre of land in residential use

Residential-Acreage: 1 dwelling unit (d.u.) per 2.5 net acres of land in residential use

The residential areas depicted on the Plan Diagram account for the net area of land required for actual residential use as well as the area required for streets, churches, utility facilities, schools, recreation areas, and other uses common to residential neighborhoods. The total gross acreage of land allocated to each of the two urban residential categories further includes the application of factors for choice and lands by-passed in the process of urbanization.

By-passed lands refers to those parcels which are unavailable for development - e.g., the owners wish to retain the land in its present use. In contrast, the factor of choice refers to the decision of the developer to select lands which have an area, size, location, availability of utilities, sale price and access which most nearly meet his requirements. Choice is a further reflection of an owner's decision to effectively withhold land off of the market for a long-term speculative gain.

In consideration of the above factors and the predominant character of the market for low density residential housing, approximately 2,980 gross acres of land have been allocated on the Plan Diagram in the Urban Low

Density and Urban Medium Density categories. This allocation includes existing residential development, with approximately 56% of the total allocation in urban low density. In addition, approximately 900 acres in the Residential-Acreage category have been allocated exclusively to those areas at the community's fringe where land has been committed by existing development to large residential parcels, ranging generally from one to five acres in areas, where it is not practical to encourage either urban densities on remaining undeveloped land or the retention of undeveloped land in agricultural or open use.

Residential proposals on the Plan Diagram reflect a key policy of encouraging urban growth as an extension of existing development, and they show a continuation of the more recent trend of a fairly balanced pattern in the distribution of residential development east and west of Freeway 99.

Urban Medium Density is proposed for the more established residential areas which lie southwest of Freeway 99, at the periphery of the central business district, within the triangle formed by Cleveland, Sharon Avenue and the River, and in the eastern part of the community. These older sections of the community, while predominantly single-family, exhibit a scattering of duplexes and small apartments. The intent is to encourage the retention of standard housing, the improvement of small older houses, and the maintenance of "established" neighborhoods, while at the same time encouraging the replacement of obsolete buildings with duplexes and garden apartments and the provision of standard street improvements along those streets where improvements were not provided initially or where existing improvements are substandard.

Replacement of older houses and the development of vacant parcels will account for most of the increase in dwelling units in these areas. The application of urban medium density between Cleveland Avenue, Sharon Avenue and the River means that this small lot post-war housing area would continue as a one dwelling unit per lot subdivision as it

was originally intended. In a modest growth market, the approach of permitting a second or third separate dwelling unit on a developed lot in an aging established single family neighborhood is not advisable because of the small lot area available. Instead, a neighborhood rehabilitation program is clearly indicated as a preferred means for upgrading. Low interest rehabilitation loans to the property owner and grants through government programs are a possible avenue of approach. A more drastic renewal effort is indicated in the more blighted areas west of Sonora Street and east of Vineyard Street.

Apartment development on a fairly modest scale is envisioned in other developed areas more removed from the central business district. However, medium and higher density apartment development is to be encouraged in areas surrounding the central business district as a means of incentive to the replacement of older houses through "private renewal," and to take advantage of the convenient relationship afforded to young adults, small families and the elderly by governmental, office, retail and service activities of the central business district. The "selective mixing" of apartment and single-family development within most medium-density residential areas shown on the Plan offers the most practical solution to maintaining and extending the useful life of these areas as the community continues to grow at its periphery.

An expansion of the existing medium density pattern south of Olive Avenue and both east and west of Madera Avenue is proposed in support of the planned new hospital and preferred location of a Junior College east of Madera Avenue and north of Avenue 13. Even if the Junior College is located at an alternate site, the influence of a new medical complex, coupled with ease of accessibility to the central business district, assures this area of new importance for residential expansion.

Urban Low Density is proposed for areas west of the Pine-4th Street linkage west of Freeway 99 and for the largely undeveloped area between Cleveland Avenue and Adell Street north of the River. In addition, recognition is given to the existing subdivision which lies east of Highway 145 and south

of Avenue 13 near the preferred Junior College site. The strong emphasis given on the Plan Diagram to growth between Cleveland and Adell is predicated upon early implementation of the major policy of giving sufficient attention to this area to make it attractive for residential expansion.

Apartments will also be suitable within outlying urban low density areas. However, in contrast to the "selective mixing" called for in medium density areas, apartment development locations within the low density areas should meet the more rigid criteria of the zoning ordinance for site development, open space, design and other amenities essential to establishing a complementary relationship with other uses of land in the vicinity. A most important criteria is access to major or collector streets so as to avoid the introduction of excessive traffic within the interior of single-family neighborhoods. Apartment development should, wherever possible, be encouraged as part of a planned unit development to assure careful attention to the design considerations and land use relationships involved.

The location of low density development in the western fringe provides for the orderly extension of the type of development experienced during recent years in this area, whereas the location of low density between Cleveland and Adell discourages a further breakdown of parcels and mixture of uses as an additional means of improving the area's attractiveness for residential expansion. Low density residential "reserves" are located at the western, southern and northern fringe to provide added flexibility in the accommodation of growth in the event that development accelerates at a somewhat faster pace than is currently anticipated. While "reserve" areas denote a sense of timing in having a lower priority for development, it does not mean that these areas could not develop sooner if development standards and needs for services and facilities can be met.

Residential-Acreage Density is proposed southeast of the community and at three locations between Adell and Avenue 17 in the northern fringe. This density has been applied sparingly to recognize the most concentrated existing large parcel development and to allow for some expansion of the rural non-farm and small farm type development which characterizes these

areas. By limiting the application of this density category, the Plan seeks to avoid the unnecessary and further commitment of large areas of the fringe to acreage use.

Further development of the vast subdivided areas which lie north of Avenue 17 is discouraged. Created as the product of large land speculation efforts before the adoption of reasonable development standards by the County, these areas will remain as a constant reminder of the effects of wholesale land speculation. While some of the subdivided acreage north of Avenue 17 can and should be reverted to acreage, sales to absentee owners appear sufficient in number and location to preclude reversion for much of the subdivided land. Development of some of this subdivided acreage may be possible in the very long term. The Medium-Range Plan does not, however, envision any significant development before 1980. To show this acreage on the Plan would not only be grossly unrealistic from the standpoint of land consumption, but it would also imply the expenditure of large sums of public funds to bring the area up to acceptable standards. This is clearly not within the best interests of the community, considering the more pressing problems and needs of other areas of the community.

Commercial

Four commercial use designations are shown on the Plan Diagram: central commercial, neighborhood commercial, service commercial and highway commercial.

Central Commercial, as the designation implies, is limited in application to the central business district (CBD). This area functions as the primary shopping goods center of the community and as the center for professional and business offices, entertainment, and finance. The Plan provides for an approximate 40% increase in the gross area of the CBD, with retail functions centered on the D Street axis between 4th and 6th Streets. This retail axis is proposed to offset the illusion created by the "strip" character of Yosemite Avenue which involves non-retail functions east of B Street. B Street is thus considered as the easterly limit for retail

activities along Yosemite, with additional expansion along E in support of the D Street axis. The realization of retail and supportive service expansion, however, is dependent upon the extent to which the downtown community is able to mount an aggressive program of competitive marketing and downtown improvement.

Neighborhood Commercial areas are symbolized on the Plan at six locations, with the symbols to be interpreted as indicating the relative importance and size of these areas in relation to each other and the central business district. The location of the symbols should further be interpreted as indicating general rather than specific location.

Neighborhood commercial areas involve those retail and personal service activities which meet convenience goods needs of the people relatively close to their neighborhood of residence. Examples of convenience goods and services are food stores, liquor, drugs, variety, barber, and beauty salon. Only existing centers along Howard Road, at Vineyard and Yosemite, at Cleveland and Lake, at Cleveland and D, and along D Street between Cleveland and the River are included in the Plan. The latter three centers are quite small and close together, with only modest expansion of these centers anticipated. Strip commercial development at any of these centers is definitely discouraged in order to assure convenience, preserve traffic carrying capacity of the streets involved, and assure adequate site development for the functions performed by the centers. With modest expansion of existing neighborhood commercial areas, additional centers will not be required during the forecast period of the Medium-Range Plan.

A specialized medically-oriented professional office complex is proposed along the north side of Avenue 13 $\frac{1}{2}$ adjacent to the new hospital site.

Service Commercial areas are proposed south of 6th Street along C, D, and E Streets within the CBD, along Gateway Drive north of Olive Avenue, along the south side of Howard Avenue near the existing waste water treatment plant, along the east side of Pine Street south of Howard Avenue, and along E Street north of the CBD.

Service commercial areas within and adjacent to the CBD follow the existing development trends and provide close supporting roles to other activities of the CBD. Service commercial activities which require larger sites and which provide close supporting services to industrial and agricultural activities are shown in close proximity to the proposed industrial complex south of Howard Avenue. The expanding role of service activities in the economy of the community and of the San Joaquin Valley has been considered in allocating substantial additional acreage for service commercial uses which provide support to CBD as well as industrial and agricultural activities.

Highway Commercial areas are proposed in close proximity to points of access to and from Freeway 99. Such areas, which cater primarily to highway trade, have been given priority at the Cleveland and Avenue 15½ interchanges with the freeway, and along Gateway Drive north of 9th Street. The latter location will require precise development plan attention in order to assure continued support of existing highway commercial uses and the attraction of new uses. Highway commercial development can assume a new economic importance to the community as the result of changes occurring in the regional highway transportation system, provided that careful attention is given to the quality of development encouraged within Madera. Additional highway commercial development at interchanges along Freeway 99 within the planning area is anticipated as the result of the relocation of existing development along Freeway 99 north of the planning area when converted to full freeway status.

Industrial

Two primary and two secondary industrial areas comprising approximately 2,000 acres are proposed, even though existing industrial development involves only 300 acres and forecasts indicate the need for only 700 acres by 1990. The large acreage proposed is intended to offer substantial flexibility in choice of site to avoid the loss of opportunity through the withholding of land through speculation, to avoid conflicts with non-industrial areas of the community, and in recognition of the large land requirements of some industries which may wish to locate in Madera.

Industrial proposals further recognize the distinctive requirements of various types of industry, including those which are rail and highway oriented, those which cater to agriculture, and those which, because of greater flexibility in transportation requirements and character of operation, can be accommodated at a wider range of locations.

Emphasis is given in the Medium-Range Plan to the development of a new limited industrial complex on City-owned property south of Howard Avenue, and to the further expansion of agriculturally-oriented industries along the Southern Pacific spur line between Roads 24 and 26. Municipal property now used for a sewer farm offers the most attractive location for new industry because of the availability of services and land. The Plan further proposes expansion of the newly developing limited industrial area along the Santa Fe mainline in the vicinity of Avenue 15 and Road 29. Remaining "limited" and "general" (heavy) industrial areas shown on the Plan are to be held as industrial reserves. Reserve areas are proposed at the airport and adjacent to the Santa Fe mainline industrial complex. The "general" industrial designation has been applied to those areas where nuisance-type industries can be attracted without conflicting with adjacent non-industrial land use.

Special note should be taken of the proposed residential use of a site purchased for future industrial use north of Cleveland Avenue near Road 26. Every effort should be made to encourage development of the industry at another location in order to preserve and enhance the integrity of residential development in the vicinity of Cleveland Avenue. As an alternative, the site could be developed for industry with good building design and site planning to achieve compatibility with surrounding residential development similar to the industrial park concept of design.

TRANSPORTATION

The Street and Highway System

Street and highway system proposals of the Medium-Range Plan differ from those of the Long-Range plan primarily in terms of needs which will arise as the result of the construction of Highway 145 as a freeway. Most other proposals are identical since the functions of streets and highways are

similarly important in the medium range even though a given street or highway may not be developed to full standards.

Major design features of the Plan include:

1. A perimeter major street loop system involving full interchange connections with Freeway 99 and surface connections with existing Highway 145.
2. A new major street crossing of the Fresno River along the general alignment of Road 24, to provide a much-needed bypass of the developed area west of Freeway 99 for truck traffic destined to and from points of the City and the primary industrial areas south of Howard Road.
3. Two interchange access locations to the airport.
4. A partial interchange at Avenue 13 and Freeway 99 serving southern industrial areas, the proposed Junior College site, and hospital complex.
5. Improvement in the cross-town continuity of the major street system.
6. A system of collector streets that better channels local traffic onto major streets, avoiding their substitution as major carriers.
7. The realignment of Sunset Avenue at its intersection with 3rd Street at such time as 3rd is no longer required as a truck route to southern industrial areas.
8. The development of scenic drives along recreation areas proposed in the bed of the Fresno River.

In addition to Freeway 99 and the scenic drives along the River, the Plan designates the following streets as majors and collectors:

MAJOR STREETS

North-South

Road 23*
Road 24 $\frac{1}{2}$
Road 25*
Road 26*
Madera Avenue
Gateway Drive
Lake Street
Tozer Street-Road 28
Road 29*

East-West

Avenue 18 $\frac{1}{2}$ *
Avenue 17*
Avenue 16
Cleveland Avenue
Avenue 15
4th Street
Yosemite Avenue
9th Street
Sunrise Avenue
Avenue 14-Olive Avenue*
Avenue 13*
Avenue 12*

COLLECTOR STREETS

North-South

Road 24**
Road 25
Schnoor Avenue
Pine Avenue
"L" Street
"I" Street
"D" Street
Vineyard Street
Roosevelt Avenue
Magnolia Street
Cleveland Avenue Extension
(to Road 28)
Road 28
Road 28 $\frac{1}{2}$ **

East-West

Adell Street
Avenue 16
Avenue 15 $\frac{1}{2}$ **
Central Avenue
Sunset Avenue
4th Street
6th Street
Clinton Avenue
Avenue 13 $\frac{1}{2}$
Avenue 13

Rail and Air Transportation

The location of mainline and spur tracks of the Southern Pacific Railroad through the heart of the community will continue to pose occasional traffic problems and conflicts with adjacent land use. The Plan does not, however, propose the elimination of these conflicts either through the relocation of trackage or construction of grade separations with major or collector streets because of prohibitive costs to the community. While structural changes are impractical, the appearance of the S.P. mainline right-of-way can be improved through a plan and program of landscaping to screen unsightly

* County Primary Highways

** County Secondary Highways

sections of track from adjacent lands and to enhance approaches to the community along F Street north of the Fresno River and along the northbound Gateway Drive off-ramp from Freeway 99. It is further proposed that the Santa Fe spur tracks in the vicinity of Elm Street and west of Road 28-Tozer major street be eliminated, with adjacent vacant lands to be developed in medium density residential use.

It is proposed that the analyses and recommendations of the Leigh Fisher report continue to serve as the City's blueprint for specific action in the implementation of the Airport Master Plan. The potential of the municipal airport as a tool of economic development should be maintained and enhanced by a more vigorous program of airport improvements and continued protection of the airport approach zones as described in Report No. 1. The Plan proposes that lands under the southeasterly and northwesterly approaches to the runway be maintained in agricultural use to avoid encroachment by urban development.

COMMUNITY FACILITIES

Schools

The Medium-Range Plan proposes the acquisition of an elementary school site in advance of residential development along the Schnoor Avenue collector street, north of Sunset Avenue, and development of a site along the west side of North D Street between Cleveland and Adell. This limited increase in acquisition and development reflects the major considerations discussed in Report No. 1 which can be summarized as follows:

- a continuation of the moderate rise in elementary school enrollment.
- the generally good condition of present elementary school plants within the urban area.
- the feasibility of classroom expansion on most existing elementary school sites.

-- a need for new sites west and north to serve forecast growth in newly developing neighborhoods.

The D Street site would be located on the site acquired by the school district for a second junior high school, with the junior high site re-located as described below in this section. The symbolic location of new sites should be interpreted as indicating general locations, with the size of the symbol indicating the area of the site in scale with the Plan Diagram.

A second junior high school (grades 7-9) will be needed to accommodate an increasing junior high enrollment. If expanded to include the 9th grade, it would also relieve the increasing load on the existing senior high school and effectively postpone the need for the construction of a second high school plant for many years. The site of the second junior high is proposed in the eastern residential area of the community on vacant property west of Road 28 and north of Sunrise Avenue. This contrasts with the location of a second site acquired by the school district along North D Street. The proposed location is preferred for two reasons: (1) since 1960, over 71% of the elementary school enrollment has come from the east side of the community; and (2) to enhance the attractiveness of the area east of central business district for new residential development and the improvement of existing housing in the area. This subject was deliberated carefully during review of Plan proposals by the Planning Commission and Citizens' Committee, and it was concluded that the location of the second junior and senior high sites should seek to give impetus to neighborhood improvement east of downtown as well as north of the Fresno River. Questions concerning racial balance in school attendance were considered to be irrelevant to these locational objectives, since they relate more to management questions which would be similar regardless of location within the community. Such problems could be solved easily by the designation of service area boundaries to assure reasonable balance throughout the community.

While the alternative of a rural site for the second junior high southwest of the City was analyzed, an urban site is strongly recommended.

The urban area will generate the majority of students as the community grows in population. Moreover, an urban junior high site is justified for most of the same reasons that a junior college in Madera County should be located in Madera.

A second senior high school site is, in line with the above conclusions, shown on the Plan Diagram where the school district presently owns a 40-acre site north of Cleveland and east of Lake Street.

The Plan proposes the location of a junior college east of Madera Avenue and north of Avenue 13 as the site which best meets college district criteria for location. The site offers flexibility in final selection of size and shape, accessibility from within the community as well as from rural areas, opportunity for the development of a medically-oriented curriculum because of its relationship to the new hospital complex, opportunity for creating supporting private services and residential facilities nearby, and the full range of urban services required. The Plan Diagram also indicates two alternate sites for the campus southeast and west of the airport. While these alternate sites are not as attractive from the standpoint of all criteria necessary to achieve the most beneficial inter-relationship between a college campus and the community at large, they do represent relevant alternatives with respect to size, accessibility and general feasibility of most urban services. A near-airport location would similarly provide the opportunity for special curriculum development, i.e., an aviation-oriented curriculum. The proposed site and the two alternate sites also offer opportunities for an agriculturally-oriented curriculum.

Recreation-Parks

The principal feature of the Plan's recreation area proposals is the creation of a "strip" community recreation-park within the bed of the Fresno River. Extending from the County Fairgrounds on the west to Swim Pool Park on the east, the community recreation-park would include a gross area of nearly 100 acres. A useable area of from 50-60 acres would be available for recreation use after rechanneling of the river. Much of this acreage would be developed for passive recreation pursuits.

The river bed offers a particularly unique opportunity for meeting community-wide park needs. Areas for various recreation use can be distributed over a broad area, minimizing congested use areas and maximizing the visual and value impact of a park on an unusually large segment of the community. The park has been extended to the Fairgrounds on the west to permit multiple use with Fairground facilities (e.g., stables), and to permit pedestrian movement under Freeway 99. If the park were to include only that area of the river bed currently owned by the City, the area available for development after rechanneling would be insufficient to meet community recreation-park needs.

An additional community park catering to family use is shown along Howard Road on existing city property as an extension of Town and Country Park. Upwards of 54 acres is available for recreation use, providing a buffer between residential development to the north and proposed industrial area on city property to the south.

Neighborhood recreation-parks are proposed to be integrated with school sites, and are designated symbolically on the Plan Diagram wherever opportunity for additional recreation development is afforded within the area of existing school sites or where adjacent vacant land is still available. It should be noted that much of the acreage comprising existing school sites is undeveloped, thus minimizing the need for the acquisition of adjacent lands. These parks would be operated and managed in conjunction with school facilities to broaden the range of active, passive, cultural and creative recreation opportunities available within the neighborhood. In addition to the recreation-park proposals of this section, the description and analysis of recreation needs provided in Report No. 1 should serve as the City's guide for implementing recreation proposals of the Plan pending the preparation of a detailed recreation element of the Plan to provide more specific direction for action.

In addition to park facilities described above, the Plan Diagram shows an additional playground facility along the east side of Magnolia Street near Clinton to offset the current deficiency in children's play facilities in

that area. While not shown on the Plan Diagram, it is proposed that a series of neighborhood tot-lots be provided throughout residential areas at intervals of approximately one-half mile for the imaginative and sometimes vigorous outdoor play of small children ranging in age from three to seven years. These special facilities would be designed to develop and maintain the attraction of small children who need a place to play without the dangers of vehicular traffic or other hazards quite often found on vacant lots. The City's water well sites should be examined to determine the feasibility of dual use for this purpose.

The development of Courthouse Park is also proposed for passive leisure activities of senior Citizens and for the general relaxation of people within the governmental center and CBD.

Governmental Office and Related Service Facilities

Administrative office requirements of City and County government are planned for inclusion within the existing City-County civic center complex, and would include new police and library facilities. Specialized service functions of the County would be located at a new County complex on the site of the existing County Hospital. A new corporation yard is proposed adjacent to the County's proposed yard on Avenue 13 $\frac{1}{2}$ and Madera Avenue, to offer the opportunity for savings in maintenance costs through a shared management agreement.

The two existing fire stations provide sufficient overlap in service to meet protection requirements for all residential and commercial areas shown on the Plan Diagram. Industrial areas are also well covered with the exception of the industrial park shown within and adjacent to airport property. A third fire station may be needed if substantial industrial development were to occur near the airport. However, such need should be met, if possible, by contractual arrangement with the County for service from the Division of Forestry facility located between Gateway Drive and Freeway 99 south of Cleveland Avenue.

Institutional Facilities

The Plan shows a new hospital complex south of Avenue 13 $\frac{1}{2}$ near Freeway 99. Additional space is also designated symbolically for the expansion of existing cemetery facilities along Central Avenue west of Freeway 99, and along Avenue 14 east of the County Office complex. As in the case of symbols denoting school sites, cemetery designations should be interpreted as indicating general location and approximate size of site in scale with the Plan Diagram.

PUBLIC UTILITIES

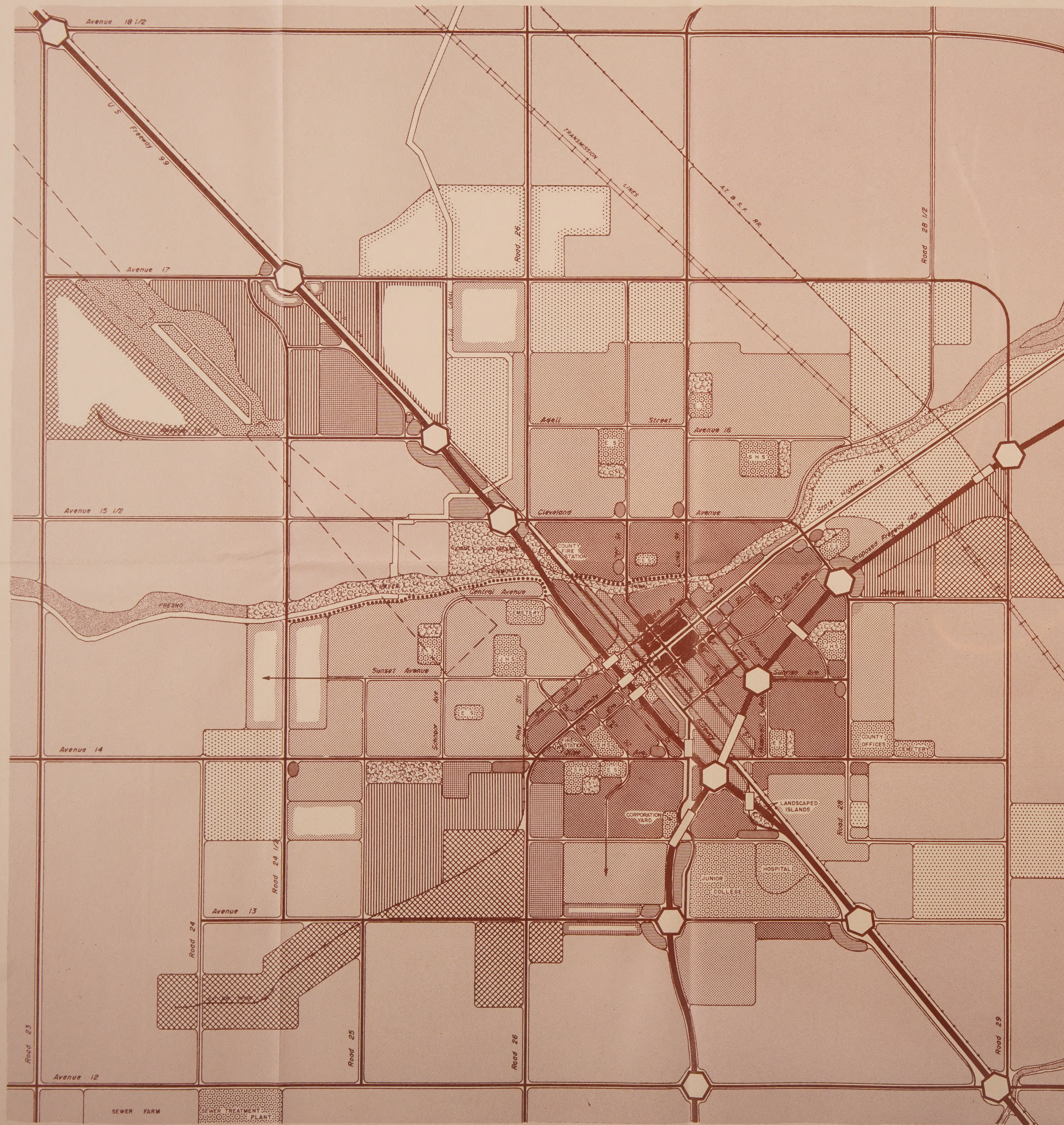
Domestic and Industrial Sewer System

The Plan proposes a new sewage treatment plant southwest of the community and south of Avenue 12, in line with the City's current policy and program to construct a new secondary treatment plant, outfall line extension and the acquisition of sizeable acreage in the vicinity of the new plant for treated effluent discharge. Land surrounding this new facility would be maintained in agricultural use to avoid urban encroachment.

Electric Utilities

The existing high power transmission line which runs generally parallel to the Santa Fe Railroad mainline east of the City is shown on the Plan Diagram to indicate the right-of-way alignment and its generally remote relationship to urban land use proposals of the Plan.

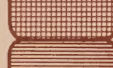
Long - Range Community General Plan Madera, California



Residential

-  Urban Medium Density: 6-9 Dwelling Units per net acre of land in residential use.
-  Urban Low Density: 3-5 Dwelling Units per net acre of land in residential use.
-  Residential Acreage: 1 Dwelling Unit per 2.5 net acres of land in residential use.

Commercial

-  Neighborhood Commercial
-  Central Commercial
-  Service Commercial
-  Highway Commercial

Industrial

-  Limited Industrial
-  General Industrial

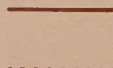
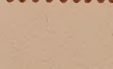
Community Facilities

-  Schools As indicated on Plan Diagram
-  Other Community Facilities As indicated on Plan Diagram
-  Recreation - Park and Open Space

Other

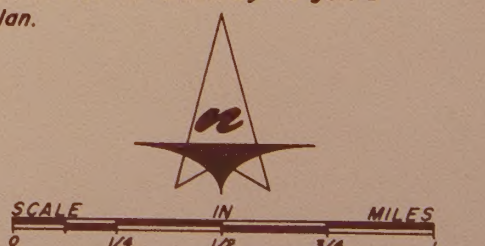
-  Open Space Conservation
-  Agriculture
-  Reserve Areas Color denotes use category

Circulation

-  Freeway, Interchange and Grade Separation
-  City Major Street - County Primary Road
-  City Collector Street - County Secondary Road
-  Scenic Parkway

In interpreting proposals shown on this diagram, it must be emphasized that reference to the descriptive analyses, policies and proposals contained in the text is necessary to gain a complete understanding of the Community General Plan.

Preparation of this map was financed in part through an Urban Planning Grant from the Housing and Home Finance Agency under provisions of Section 701 of the Housing Act of 1954, as amended.



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PART IV

THE LONG-RANGE COMMUNITY GENERAL PLAN

INTRODUCTION

The Long-Range Community General Plan described in this part of the report is intended to serve as a secondary instrument of community development policy for both the City and the County. By comparison with the medium-range Plan, its special characteristics are those of greater generality and longer time span, indicating the probable extent and desirable pattern of growth for a 1990 population of from 30,000 to 36,000.

Since the Long-Range Plan involves a time span of 20-25 years, it is less a statement of what the community should be like 25 years hence and more of a guide for decisions made in the interim which have very long-term implications. Consequently, the description of proposals which follows and their graphic presentation on the Long-Range Plan Diagram do not therefore merely constitute an extension of those of the Medium-Range Plan.

Because of the uncertainties of growth and development activities over a 20-25 year period, proposals of the Long-Range Plan seek to preserve greater flexibility in meeting needs beyond 1980. They seek to avoid over-commitment to a given set of policies which make sense today but which are certain to require modification as more knowledge of Madera's long-term future becomes visible. They seek to identify opportunities which should be preserved in meeting long-term needs (e.g., expansion of the river-bed park) which might otherwise be lost for failure to take a long-range view of their value. They indicate what appear to be the most desirable long-term patterns of development so as to give more meaning to the shorter-term actions proposed in the Medium-Range Plan. And, by assigning certain aspects of community expansion to a time span beyond 1980, proposals of the Plan seek to avoid the commitment of lands to development long before they can be justified. As noted in the description of the Medium-Range Plan, Madera can now see clearly the implications of large-lot land speculation north of the community. This grossly premature and unwarranted

subdivision of land could have been avoided if a realistic long-range view of urban land requirements and supportive development policies had been available.

LAND USE ELEMENT

The Long-Range Plan envisions the maintenance of the three categories of residential density proposed in the Medium-Range Plan. The major changes in the application of those categories and in the character of residential expansion are:

1. Greater conversion of older houses within urban medium density areas to multi-family use, particularly within areas close to the CBD.
2. The addition of a medium density area along Avenue 13 adjacent to the junior college.
3. Westerly expansion of urban low density to the vicinity of $24\frac{1}{2}$ Avenue.
4. The encouragement of urban low density east of Road 28, south of Olive Avenue east of Freeway 99, and south of Olive Avenue west of the junior college site.
5. Partial residential-acreage density development of the large lot subdivisions north of Avenue 17.

Approximately 4,000 gross acres of land have been allocated on the Plan Diagram in the urban low and medium density categories. This represents an increase of 900 and 90 acres respectively in each category over the allocations of the Medium-Range Plan. In addition, 700 to 900 gross acres have been allocated in the residential-acreage category north and northeast of the City on the assumption that property owners in these areas would have entered into a program of providing street improvements and basic utilities necessary to market or develop subdivided parcels for residential purposes. While areas shown in residential-acreage density are quite large,

density calculations are based on the assumption that 50% of the land will be by-passed because of the difficulty in assembling property in these areas. This results in a density of only 0.41 persons per gross acre as compared to 5.8 and 9.9 persons per gross acre utilized respectively for urban low density and urban medium density areas.

Residential reserves for both the urban low density and residential-acreage densities have been shown more sparingly than on the Medium-Range Plan to avoid the interpretation of substantial growth potential beyond that indicated on the Plan Diagram for a forecast period of 20-25 years.

Commercial

The Long-Range Plan envisions the expansion of some commercial areas proposed on the Medium-Range Plan and the development of new areas primarily as the result of industrial development, residential expansion and the relocation of Highway 145 as a freeway. The major changes in the application of commercial use categories proposed in the Medium-Range Plan and in the character of commercial development are:

1. Expansion and revitalization of the Central Business District to Lake Street while maintaining the D Street axis as the center for retail activities.
2. The addition of neighborhood shopping areas at Sunrise and Road 28, East Yosemite Avenue and Tozer Street, and at Howard Road and Road 24 $\frac{1}{2}$.
3. The expansion of commercial service in support of industrial development and the agricultural economy along the east side of Road 26 and north of Avenue 13.
4. The southerly expansion of commercial service in support of retail, office and governmental activities within the CBD along D and E Streets.

5. The addition of commercial service east of the airport in support of industrial development.
6. The addition of commercial service in the strip created by Madera Avenue and the adopted alignment of Freeway 145 south of Avenue 13 $\frac{1}{2}$.
7. The addition of highway commercial areas in the vicinity of Avenue 13, 16 and 17 interchanges with Freeway 99.
8. The addition of highway commercial areas at the Sunrise-Lake Street and Road 28 interchanges with Freeway 145.

The expansion of the CBD to an area approximately 75% greater than its current area is geared largely to the greater attraction of the CBD afforded by a program of revitalization occurring during the period of the Medium-Range Plan and to the greater accessibility from rural areas afforded by the Sunset-Lake Street interchange with Freeway 145.

Industrial

Industrial proposals of the Long-Range Plan are similar to those of the Medium-Range Plan except that an additional industrial reserve area is shown east of Freeway 99 and south of Avenue 17 and west of the airport. Particular emphasis should be given to the development of an industrial park on public and private lands east of the airport.

TRANSPORTATION

Major changes in transportation facilities serving the community will be brought about by the construction of Highway 145 to freeway status and further development of the airport as an important center for general aviation activity.

The alignment of Highway 145 as a freeway was selected through the application of the criteria set forth in "Report No. 1 - Basic Determinants for Plan Preparation", and consultation with staff of the State Division of Highways. The alignment provides for reasonable access to the CBD and

city-county government center; it allows for expansion of the CBD and maximizes potential for highway commercial and industrial development; it preserves and improves upon the essential continuity of the local street system; and permits the location of off and on-ramps for traffic distribution without creating congestion on city streets.

North of its interchange with Avenue 13, the freeway would cross over Madera Avenue, return to grade and become elevated again to provide for a full freeway-to-freeway interchange with Freeway 99. This interchange would be a clover-leaf design, but would preserve the importance of Madera Avenue as a major Street. The freeway would continue elevated to cross Gateway Drive and the mainline Southern Pacific before returning to grade and then a depressed alignment at its interchange with Lake Street and Sunrise Avenue. The freeway would continue on a depressed alignment, accommodating an at-grade crossing of Magnolia Street and an interchange with Road 28 and Tozer Street, returning to grade east of Road 28 on an alignment generally parallel with Yosemite Avenue.

Current plans of the State do not visualize construction of Highway 145 as a freeway until after 1985. Although 145 will probably increase in importance at that time as a carrier of through traffic, the predominant function of 145 will remain primarily as one of serving traffic destined to and from Madera. Unfortunately, the interchange with Freeway 99 will be so large as to preclude the accommodation of an extension of Olive Avenue to either side of Freeway 99. Prior to final design, careful attention should be given to the relationship of the right-of-way to minor streets continuity and to freeway landscaping for visual enhancement. The depressed portions of the proposed alignment will be an extremely important objective in order to minimize the impact of the freeway on adjacent land use and for noise control. In this regard, the high standards of design and landscaping of Freeway 99 serve to illustrate the effect desired through the built-up area of the community. Depressed sections are further justified from the practical point of providing extensive fill for certain elevated sections of the freeway. Wherever possible, elevated sections should be designed to provide visual continuity under the structure, avoiding the creation of a

"Chinese Wall" effect, with due regard for the esthetic appearance of the structures. This would also facilitate local street continuity at grade under the freeway.

The Avenue 13 overcrossing of Freeway 99 is proposed for at least partial interchange development to accommodate southbound off and on-ramps along the west side of the freeway. However, since the Plan is looking 20-25 years in the future, current limitations of the existing overpass structure for accommodating northbound on and off-ramps should not be viewed as absolute. Reconstruction of the entire structure may be justified at a much later date, and should not be excluded as a possibility even though impractical in the short term.

COMMUNITY FACILITIES

Schools

The Long-Range Plan envisions the development of all school sites shown on the Medium-Range Plan, without need for the acquisition or development of additional sites. The total school facility complex would involve eight public junior high schools and two high schools.

Recreation-Parks

The principal change in recreation proposals over those shown on the Medium-Range Plan is the expansion of the community recreation-park proposed in the river bed from Swim Pool Park easterly to the small irrigation district dam near the Santa Fe crossing of the Fresno River and westerly to $24\frac{1}{2}$ Avenue. This would enlarge the gross area of the park to approximately 220 acres, with a usable area of from 100 to 120 acres available for recreation purposes after rechanneling of the river. More expansive opportunities for passive recreation pursuits would be available, particularly riding and hiking.

Extension of the park would in effect permit a person to walk several miles within the community without interruption by vehicular traffic.

While not shown graphically on the Plan Diagram, riding and hiking paths should be extended westerly to Avenue 24 $\frac{1}{2}$ to provide broader accessibility of the park to residents in the western part of the community. The Plan further proposes the linkage of the community recreation-park with the new high school and the new elementary school along Schnoor north of Sunset Avenue, in order to expand school-related recreation and athletic opportunities. Additional linkages would be created by their incorporation in new residential subdivisions.

Governmental Office Facilities

As part of the related programs of further development of the already well located and well defined city-county government center, and revitalization of the central business district, the Plan proposes the acquisition and development of a park-like or "mall-type" connection between the government center and CBD along either Yosemite Avenue or 6th Street. A modest strip which is well landscaped and designed for the pedestrian would be extended easterly from the government center along the street right-of-way, and would not interfere with the free flow of vehicular traffic on the street. This would provide a visual connection between the government center and CBD in support of the already functional relationship between the two areas, give added strength to the government center as a westerly anchor of the CBD, and encourage the development of office and other commercial development to provide a more appropriate transition of uses between the two areas.

PART V

ADOPTION AND INTERPRETATION OF THE PLAN

ADOPTION

In California, the responsibility for the initiation and policy direction of a city planning program rests with the city council. The planning commission is an advisory agency recommending policy, with final authority resting on the council. Therefore, if a general plan is to truly reflect the official policy of local government it must be given official status of adoption by the legislative body.

For general law cities, California Planning Law requires that the planning commission hold at least one public hearing. The commission may then make any changes it believes desirable before adopting the plan as its official recommendation to the city council. The legislative body must hold at least one public hearing before adopting the plan and make such changes as it deems necessary, provided that proposed changes first are referred to the planning commission for a report before final action is taken. Since the implementation of many of the policies of the Plan will require action by Madera County, adoption by the County Planning Commission and Board of Supervisors becomes essential and is highly recommended.

Unlike laws which are established by local ordinance, the Community General Plan is a statement of policy regarding future physical development. Its adoption by resolution of the City and County legislative bodies assures overall agreement between them; adoption also assures the legislative bodies and the people that the programs of their planning commissions are, in fact, the programs of the City Council and Board of Supervisors. At the same time, adoption by the City and County assures periodic review and revision of the Plan to reflect those conditions and actual changes in the development picture which cannot be reasonably anticipated now. This latter assurance is

essential since adoption is not an irrevocable step which binds the City Council and Board of Supervisors to unchangeable positions in the future based on knowledge and prediction of today.

Mechanics of Adoption

Technically, adoption of the Plan by the City Planning Commission must precede action by the County Commission, and adoption by the City Council must precede adoption by the Board of Supervisors. However, there is much to be gained by holding joint public hearings. Joint hearings would reduce substantially the number of hearings which the public would have to attend. Joint hearings would broaden the base of understanding of public comment received at hearings and for answering questions and describing proposals for the benefit of the public. The following outline of joint hearings at the planning commission and legislative levels is recommended:

1. One joint hearing of the City and County Planning Commissions, held in Madera.
2. One joint hearing by the City Council and Board of Supervisors, held in Madera.

Suggested Form of Resolution Adopting the Plan

It was moved by Commissioner _____ and seconded by Commissioner _____ that the following resolution be adopted:

WHEREAS, the Madera City Planning Commission has prepared a comprehensive long-term general plan for the City and its environs pursuant to the provisions of Chapter 3, Title 7 of the California Government Code; and

WHEREAS, said plan, entitled "Community General Plan, Madera, California" consists of a statement of development policies and a diagram and text setting forth the basic determinants of the plan, and the

objectives, principles, standards and proposals of the plan, and includes all of the following:

1. A land use element;
2. A circulation (transportation) element;
3. A community facilities element;
4. Supporting maps, diagrams, charts, descriptive material and analyses; and

WHEREAS, this Commission held public hearing(s) on proposals of the Plan as follows:

On _____, 1968, at the hour of _____ p.m. in Madera, California; and

WHEREAS, in the judgement of this Commission, the public interest, necessity, convenience and general welfare will be served best by the adoption of said Plan;

NOW THEREFORE BE IT RESOLVED, that the Madera City Planning Commission adopts all portions of the Community General Plan herein described and hereby authorizes the Chairman and Secretary of this Commission to certify said Plan to the Madera City Council; and

BE IT FURTHER RESOLVED, that the Madera City Planning Commission, with the advice and counsel of other jurisdictions concerned, shall conduct an annual review of said Plan prior to the end of each fiscal year to further define and keep current the policies and proposals of the Plan.

While this form of resolution relates to adoption by the City Planning Commission, with a few changes it will serve the needs of the City Council, County Planning Commission and Board of Supervisors.

INTERPRETATION

In the administration and interpretation of policies and proposals of the Community General Plan, it must be clearly understood that both reports (Nos. 1 and 2) and the Plan diagram contained in this report together constitute the General Plan. While the Plan diagram will be referred to most frequently, Plan proposals shown on the map cannot be fully understood or interpreted without referring to the descriptive analyses, policies and proposals of the reports. Full value of the Plan will not be realized, nor will the public interest be served, if City and County Planning Commissions, the City Council and the Board of Supervisors give in to the temptation to rely solely on graphic proposals of the Plan.

The word "general" is a key to understanding the nature of policies and goals of the General Plan. It implies overall agreement on major questions without a straight jacket of inflexibility; it implies variation while working toward the achievement of common goals, and it implies adjustment of policies and proposals as changing conditions may dictate. While a properly administered general plan demands flexibility, variation and adjustment, any changes in policy or of proposals should result from careful study independent of pending applications for controversial zoning permits, problems created by inadequate public facilities, temporary fiscal problems, and other "matters of the moment." The policies and goals of the Plan should not be changed merely to accommodate special public and private interest. The integrity of the Plan must be maintained if it is to be an effective instrument of public policy among the City, County, private enterprise and the public-at-large.

PART VI

TOOLS FOR CARRYING OUT THE GENERAL PLAN

INTRODUCTION

The General Plan can become an effective instrument of the City only if the public officials and local citizens are able to understand its practical uses and limitations. It is not enough merely to prepare the Plan and then expect its implementation to be automatic. Such an expectation will merely start a chain reaction of misunderstanding or needless public controversy which eventually will render the Plan useless in practical terms.

If human needs and desires are maintained as the ultimate criteria for new programs and development, public acceptance will follow progress toward accomplishing the primary goal of the planning process--a better environment for the people. The people are the heart of our system of government--the government, in fact, is the people. Their needs, both collectively and as individuals must be respected and given primary consideration.

Proposals of the General Plan will not be attained overnight. The task is continuous, on a week by week, month by month, and year by year basis. Over a span of several years, literally hundreds of recommendations on individual matters will be made by the Planning Commission and other non-legislative bodies. Decisions by administrative officials and legislative bodies will cover nearly every aspect of public and private development activity. An important test of the Plan will be the extent to which agencies relate their actions to recommendations and decisions of the Plan. This can become a hopeless task unless the relative importance and roles of the various methods by which the Plan can be carried out are known and understood.

In recognition of the requirements for Plan implementation, Phase I of the General Plan Program includes a Financial Plan and zoning and

subdivision regulations which have been published as separate documents. Phase II of the General Plan Program, as originally conceived, is to include a Recreation Element, an Industrial Development Element, a Central Business District Element, and an Annexation Program. As indicated in the Part I of this report, it is recommended that Phase II also include a Housing Element.

With the completion of these related elements and when taken together with the Financial Plan and development regulations prepared as part of Phase I, the City will be in an excellent position to proceed diligently with the process of General Plan implementation. However, a variety of tools required for Plan implementation are discussed in this final section of the Community General Plan report to provide an overall perspective of the purposes, application and relationships of various tools to be utilized in the process.

COORDINATION OF GOVERNMENTAL ACTIVITIES

Once a General Plan has been adopted, the greatest challenge to the local planning agency is to promote coordination of the programs of many agencies of government--local, state and federal--whose activities affect the development patterns of the planning area. The challenge is posed because each of the many agencies involved has distinct interests which rarely extend beyond concern for their single function. At first glance, coordination at the local level would appear relatively simple because local agencies are oriented to the same scene. However, such is not the case in practice because these local agencies do not always report directly to the same legislative body for complete policy direction. The challenge is further complicated by the fact that agencies of State and Federal government operating within the Madera area are not always coordinated with the activities of their sister agencies at the same level.

Planning agencies have no power to compel. Their real power lies in their ability to influence positively the programs and activities of other agencies. Since the planning agency is advisory to the legislative

body, it must look to the City Council for policy directives establishing the framework within which other agencies may work with the planning agency towards the achievement of overall goals. Two important tools for insuring systematic coordination are regular referral and the establishment of a long-range financial plan and capital improvement program.

Financial Plan

Local government provides services to the people and regulates certain activities for the common good. Therefore, the more important decisions of local government are those which determine what services shall be provided and what activities shall be regulated. Of the many service requirements of a growing population, those involving capital expenditures for public facilities are of particular importance in carrying out the Community General Plan.

The framework for the systematic development of needed public facilities is provided by the Financial Plan. The capital expenditures involved generally fall into two categories: (1) acquisition of land and rights-of-way; and (2) construction of major public works, such as major streets and highways, sewer and water systems, public buildings and recreation-parks. Over a period of years, these expenditures involve many thousands of dollars. Considering the growing competition for the use of these dollars, it is apparent that local government cannot hope to meet the requirements for new and expanded facilities by distributing available funds equally among public works projects--the spreading of money too thinly results in an inadequate job and often increases costs in the long run. Determining which facilities shall be provided becomes a critical policy matter, requiring careful scrutiny of the type of facility needed and the immediate and long-range fiscal capacities of local government.

The Medium-Range Community General Plan identifies the broad extent of needed public facilities and permits decisions on their general location and relative importance as a matter of official policy. Upon General

Plan adoption, the need becomes one of scheduling the development of needed facilities over a period of years. The device which will permit the programming of capital expenditures is called the long-range capital improvement program.

Simply stated, a capital improvements program is a priority list of public improvements which will be needed over a six to ten year period. From this list, projects are selected and recommended to the legislative body for inclusion in the annual budget. Each year, the program is extended to maintain the long view. Financial data, including revenue estimates, costs of capital projects and operating costs of projects once they are completed, becomes a vital part of the program.

The role of the planning commission in this process (as spelled out in the California Planning Law) is to review all proposed projects to determine their conformity with policies of the Plan; to list and classify all proposed projects, and to recommend a coordinated program of public works for the ensuing fiscal year. The law requires all public agencies, including school districts and other special districts, to submit their capital improvement projects to the City for such review. Thus, the local planning agency becomes an important tool of governmental management, assisting the legislative body and operating departments (through the chief administrative officer) in one of their most vital and difficult responsibilities. The capital improvement program also encourages public understanding of major problems faced by local government in providing for the needs of an expanding population and economy.

The capital improvement program is but one of the three major elements of a long-range financial plan. The services and revenue programs are the other essential elements of the financial plan. These elements provide a long look at the fiscal requirements for operating and maintaining public services and providing needed public improvements. The public services program seeks to balance the operating and capital expenditures for all public services with the planning area's needs and desires for these services. Capital improvements must be related to their operation and

maintenance costs if the gradual provision of these improvements are to be realistic.

The revenue program deals with the acquisition and allocation of operating and capital expenditure funds necessary to carry out the public services and capital improvement programs. The principal purpose of the revenue program is to identify all possible sources of revenue to determine the amounts of money which these sources realistically can be expected to provide. Once it is determined how much money will be available over a period of time, it is necessary to adjust the public services and revenue programs to keep them in balance. Preparation of the financial plan, however, should be pursued as a single project, considering all elements at the same time.

Because the property tax is the basic source of revenue to finance necessary public projects, it is important to note the relationship which should exist between tax policy and long-range fiscal planning. There must be a clear understanding of the relationship between fiscal policy and the total set of objectives government seeks to attain over a period of several years. When anticipated revenue and spending is projected only on an annual basis, local government often finds itself shaping tax policy in a continual atmosphere of crisis. Each year, problems of financing and taxation become more difficult to resolve when there is no program of long-range fiscal planning to achieve long-range objectives. Tax policy should result from an explicit and clear definition of goals, evaluation of alternative plans and a deliberate choice from among the alternatives. Such a procedure will minimize the possibility of establishing spending and taxation policies by accident, often as a by-product of another decision.

Referral

While the programming of public works is an important and essential tool, it is limited to the determination, financing and construction of major public works which lend themselves to systematic scheduling. There remains a great need for dealing effectively with matters which develop on a week-by-week basis.

The agendas of local governmental agencies are continuously filled with matters which develop "overnight." Because of the press of regular business and unfamiliarity with the various functions and inter-relationships of governmental activities, there is often a lack of coordination, and the public interest suffers. The problem becomes one of establishing effective procedures of "referral"--of keeping related agencies and the public informed on rapidly emerging problems, requests and changing conditions, and of developing a collective approach to meet them within limited time periods.

Because referral items often must be processed swiftly if the public interest is to be properly served, care must be taken to establish procedures which will not consume time out of proportion to the importance of the matter being studied. Complicated procedures can thwart the expeditious and efficient processing of matters referred to or from planning agencies. This is particularly true in handling zoning or subdivision matters.

Several items must by law be referred to the Planning Commission by legislative bodies or other boards or commissions with power to authorize, acquire, finance or accept major public works and facilities. In these cases, the referral procedure is set forth in the law, with definite limitations of time in making a response. The principle of action within reasonable time limits also should hold true of other planning matters.

The function of the planning commission in the referral process is both interpretive and instructional. By law, it is the only agency of local government (except in some chartered cities) charged with the responsibility of comprehensive study of all activities affecting physical development.

The total value of the referral process can be realized only when the planning agency extends advice and counsel beyond the immediate task of determining the conformance of projects and development proposals with policies of the Community General Plan. Through its research and study activities, the planning agency can materially aid a referring agency or private individual in the initial stages of project conception. Two classic examples are: (1) assisting a school district in determining needs and selecting alternate

sites for school plants; and (2) assisting the subdivider in developing his plans before a tentative map is officially filed.

It must be noted that the task of achieving coordination through referral requires a team effort. Many talents are required, including private as well as public, if the referral process is to be effective. Many public agencies are totally unaware of their legal responsibility to refer certain projects to planning commissions. Occasionally, agencies simply ignore the requirement. Planning agencies also may fail to take advantage of the skills and knowledge possessed by other agencies before starting or completing a project. If the referral process is to be effective, planning and other agencies must look to their legislative body for policy direction establishing the procedural framework for the process.

DEVELOPMENT REGULATIONS

The preparation and administration of development regulations traditionally has been the major activity of planning agencies in California. Although not always fully understood by the general public, such measures as zoning, subdivision control and building line setbacks have become a familiar activity of local government. Staffs and planning commissions have become so involved with regulatory measures that little time has been available to develop sound policies as a basis for the regulations being administered.

From a strictly planning point of view, it can be argued that development regulations have been advanced out of proportion to their importance, resulting too often in unreasonable and arbitrary decisions no matter how dedicated the attempt to avoid them. This is especially true in rural counties where the pace of growth and development has not been rapid enough to point up the need for establishing planning policy as a basis for administering development regulations. The purpose of this section is to place the role of development regulations in proper perspective in carrying out the Community General Plan.

Zoning

Properly conceived and administered, the zoning ordinance becomes a most important means of translating proposals of the General Plan into reality. However, it should be immediately recognized that the scope of zoning is limited, dealing almost exclusively with the private use of land on a relatively short-range basis. Zoning is specific and precise and cannot be substituted for non-regulatory programs such as the financial plan, referral, and the preparation of more detailed plans establishing the feasibility and basis for development of major public facilities. The influence exerted by these kinds of programs on a community development pattern is so great that zoning becomes, in part, a complementary tool, supporting policies involving the expenditure of large sums of public money.

Controversies which develop in applying zoning often are a result of lack of attention to the role of non-regulatory programs in shaping community development patterns. A planning commission and city council can attempt to force urban land patterns in certain directions and at certain intensities, but it will not happen satisfactorily if the areas cannot be economically serviced with sewer and water facilities, if access is poor or non-existent, if the surrounding area is badly blighted or if there appears little prospect of other complementary facilities developing in the vicinity. Many city and county plans fall short of their goals because regulation through zoning and other measures are offered as the only means of carrying out the Plan.

A zoning ordinance was prepared as part of Phase I of the General Plan program, and consists of a map establishing the boundaries of various land use districts and a set of regulations and administrative procedures which govern the activities and standards of development permitted within the districts. The zoning ordinance establishes a definite relationship between land use regulations and policies and proposals of the General Plan; it provides sufficient flexibility to accommodate changing conditions; safeguards to assure the protection of individual liberty and the right of property and to avoid unjust discrimination have been balanced with the necessity for public regulation in the public interest.

Subdivision Regulations

In contrast with a zoning ordinance, which regulates land use, the subdivision ordinance sets forth specific standards of design and physical improvements for the development of land as a subdivision.

A subdivision ordinance was prepared as part of Phase I of the General Plan program. It prescribes standards for street and lot design, sewer and water service, storm water drainage, street lighting and fire protection facilities. Special requirements are included for reserving sites for public use and for conserving natural assets of the land.

Years ago, land was developed casually. It was not too important whether streets were paved or drained properly, whether a house was connected to a septic tank or public sewer, or whether sidewalks, lighting and fire hydrants were provided. But these conditions have changed because of continuous urban population growth, increased costs of municipal services and the ever present automobile.

The generally high standards of development required of urban subdivisions is dictated by the close proximity of people and the peculiar problems created by such living conditions. But while higher standards will greatly arrest current trends of urban sprawl, this cannot become the principal basis for the higher standards.

Building, Housing and Fire Protection Codes

Up-to-date building, plumbing and electrical codes are important measures toward reducing trends of urban sprawl and further expansion of blighted housing conditions. These codes establish minimum standards of structural strength, plumbing and electrical installations, and fire protection. Potential zoning ordinance violations can be discovered and corrected in the process of checking building plans and initial field inspection prior to construction. Quite often, advice and counsel can be given which will result in lower costs and better construction.

The housing code is a means of securing proper light and ventilation, basic sanitary and heating equipment and minimum space requirements per occupant. A building may be structurally sound and yet lack basic facilities and equipment for a healthful living environment. Lack of a housing code poses an obstacle to achieving the gradual up-grading of older homes and prevention of the spread of blight.

Health Regulations

There are a number of health-related services and facilities which are vital in achieving General Plan policies. Administered by the County Health Department, health regulations enacted at both the State and local level can become a continuing positive force in checking the spread of blight and in avoiding problems of new development.

The local health program should be evaluated carefully to determine areas requiring special attention in relation to the planning program. Regulations and advisory activities relating to on-lot water supplies, refuse collection and disposal, on-lot sewage disposal, interim sewage treatment plants, sewer and water connections, air pollution, water pollution, and housing are essential in maintaining a proper living environment. The long-range effectiveness of regulations dealing with these factors depends to a great extent on comprehensive and systematic attention. Regulations which are based on a "comprehensive environmental health plan" will provide assurance that the programs of the planning, health and public works agencies are being effectively coordinated. While State and County regulations deal with each of these factors, a "planning" approach is needed to evaluate their adequacy, and an inter-agency approach is needed to assure their effective application and enforcement.

Specific Thoroughfare Plans and Building Line Setbacks

In view of existing street deficiencies, coupled with the lack of funds to eliminate them, it is essential that cooperative City-County-State efforts be made to protect existing and future street and highway alignments

from encroachment. The General Plan identifies City, County and State street and highway needs. The task now is to establish aggressively specific plans for their alignments to facilitate the widening of existing road beds and the building of entirely new road facilities. Precise planning and engineering as far in advance of construction as possible is a necessity.

Two legal devices may be used to protect the beds of existing and future streets: (1) the Specific Plan Line which can be used either for entirely new sections of streets and highways or to protect areas requiring only widening of the existing rights-of-ways; or (2) a building line setback ordinance along all roadways identified for protection.

There can be no doubt that these two functions made possible by the joint cooperation of City, County and State agencies, can save the taxpayers many dollars over a short period of time. The cost of acquiring developed urban real estate can be so high that governmental agencies may be unable to acquire and build an essential facility. This, in turn, will create unsolvable problems of traffic movement and block development of desirable growth patterns.

DETAILED STUDIES REQUIRED

Since the development and adoption of a General Plan is but the beginning step in the continuous process of planning, the plan-making activities of local government must extend beyond preparing and maintaining the General Plan in an up-to-date form. There exists a major gap between identifying future needs on a broad scale and constructing facilities when needed. For example, the General Plan indicates the probable extent of growth, but detailed plans must be prepared before sewer and water lines can be extended, school sites acquired and developed and major streets constructed. Several of these further plan-making activities require team efforts on the part of the planning agency and other agencies of government and private enterprise.

Utilities

The extent to which water, sewer and drainage systems are provided and extended to meet requirements of an expanding urban area is perhaps the most critical factor affecting the pattern of community growth.

Cities must develop precise engineering plans and specifications together with sound programs for financing utility construction in advance of need. It is essential to employ land use controls (zoning and subdivision ordinances) to protect the major public investment involved. Failure in meeting this responsibility can greatly impede economic growth. Even the city which is extremely hard-pressed financially can afford to complete necessary plans if it avails itself of interest-free planning, engineering and construction loans now available from the Federal government.

Public utilities such as gas, electricity and telephones also must be considered, even though they are not directly controlled by local government. The city which takes care of its sewer, water and drainage needs in accordance with policies of the General Plan makes it possible for gas, electric and telephone companies to plan extension of their facilities at considerably less cost to the consumer. By law, these companies must provide services when and where development occurs. They must, therefore, look exclusively to local government for assurance that a community development pattern will be created to permit thoughtful planning of these services along with those of local government.

Street and Highway Design and Construction

Before highway right-of-way can be acquired and construction commenced, a variety of professional skills must develop detailed planning and engineering design studies and construction drawings. While the General Plan indicates the general alignments of major street and highway requirements, a complex and exacting process is involved in translating these needs to reality. The first step is the development of a precise plan of transportation facilities, integrating the needs and requirements of the City with those of the County. One part of this process involves establishment of precise

highway alignments previously discussed in this report. Studies dealing with traffic volumes, street and highway capacity, vehicle speeds, parking, geometric design, economic benefits and costs are involved. The second step is programming, followed by construction. The sooner a precise plan can be completed on an integrated basis, the greater the assurance of being able to meet maximum requirements at least cost to the taxpayer.

Parks and Recreation

The General Plan identifies needs and proposes the development of park and recreation facilities at both the community and neighborhood levels. But before additional lands can be acquired or facilities developed, a great deal of care and thought must be given to the analysis of specific requirements, especially in view of the ever-increasing demand for recreation areas and competitive pressures involving their use.

The word "recreation" is too often thought of in the narrow sense of play areas and facilities for the young. However, recreation is both active and passive, educational and cultural, essential for all age groups, occurs both in and out of doors and should be provided by both public and private means. Once a solid concept of recreation has been determined, providing recreation areas and facilities requires the deliberate and conscious application of planning and design skills and integrated programming if maximum benefits are to be achieved.

Public Buildings and Grounds

Proposals involving public building requirements in the General Plan are limited to the general location and extent of sites for the major governmental office center, school plants, police and fire stations, library, community hospital, and maintenance yards. Because the expansion and provision of facilities represent major expenditures of public funds, more detailed planning is essential to determine future floor space, off-street parking, service and related site requirements for specific functions of local government.

It is not always possible nor desirable to locate all functions requiring office space on the same site. Only related facilities need be in close proximity to one another. The nature of activities conducted on the site generally will dictate either prominent location with easy public access or remote location where public convenience is unimportant. Such studies are basic to site selection and should be approached on an integrated basis (city, county, state, federal) where practical and feasible. Once space requirements are determined, sites can be purchased and plans developed for the most beneficial utilization of the property.

Plans for the Expansion and Revitalization of the CBD

The City of Madera faces a major challenge in maintaining and strengthening the economic position of its central business district (CBD). The future space requirements projected for the CBD assume that the City will be able to attract new trade and investment within its CBD as buying power increases within its trade area, at least in proportion to its current share of available consumer dollars. In view of the trade analysis presented in Report No. 1 and summarized in this report, this assumption will prove valid only to the extent the City moves aggressively to improve the economic position and physical condition of the CBD.

Basically, Madera's CBD will be challenged in the same manner as those of larger cities throughout the State by the emergence of new shopping areas outside of the CBD. A shopping area which offers a wide selection of goods and services, convenient parking, well designed buildings, attractive air conditioned sales area, a well selected relationship of stores, offices and personal service establishments, plenty of space for the pedestrian, landscaped areas and collective promotional programs produce a tremendous challenge to the typical downtown. Madera is no exception. Unless realistic plans are developed for the short and long-range picture, the future growth and sales expansion of the CBD is not too promising.

What will it take to meet the challenge with any reasonable hope of success? In addition to willingness, determination and organization, the City needs

a carefully prepared plan for the revitalization and expansion of the CBD as an intelligent basis for a progressive action program. There are at least a half-dozen or more major economic activities or functions contributing to the vitality of the whole. Most people normally think only of retailing when they think of "downtown," but the contributions of such additional functions as office, professional, governmental, finance, service, cultural and entertainment must be evaluated on an integrated basis. There is the tendency for a small community to center attention on only one aspect of need, such as off-street parking, as a cure-all. But no matter how important a particular need, whether it be parking, lighting, improved access, or improved appearance, experience indicates beyond all question that a piecemeal approach will not work. Not only must plans be developed and executed on a comprehensive basis, but the participation of downtown interests must be collective. Every businessman must be concerned and willing to work and invest if the CBD is to survive as the economic heart of the community.

Annexation Studies

Annexation procedure is regulated wholly by state law. Admittedly, existing annexation laws are in need of overhaul, but it is still possible to overcome many problems of unincorporated land if a city is willing to develop a meaningful, conscious policy aimed at the systematic and gradual annexation of these areas. By enacting a General Plan program, Madera has indicated a direct, proprietary interest in the future development of her fringe areas. However, if City boundaries are to ever largely encompass areas encouraged for future urban development by the Plan, the City should adopt a clear-cut declaration of policy on the annexation of fringe territory and initiate a long-range program for its annexation.

While annexation problems vary in their complexity depending on whether the land involved is inhabited or uninhabited, totally developed, partially developed or undeveloped, there can be no doubt that unless these problems can be approached and studied on a comprehensive basis

the city inevitably faces a declining economic base and the loss of interest and leadership potential necessary for maintaining community pride and achieving community goals. Here again, we find another example of need which should be based on a long-range financial plan and capital improvement program.

Community Renewal and Housing

In order to carry out some of the Plan proposals affecting urban areas, it will be necessary for the City to undertake a broad, unified approach to gradually renew deteriorating portions of the urban areas.

Of particular importance to Madera is the need for programs which seek to overcome problems of deteriorating and wholly inadequate housing. While policies of the General Plan encourage such "renewal" through private means wherever possible, it should be recognized that public participation will be necessary in terms of identifying the extent of the problem and in suggesting means for the alleviation of inadequate housing conditions. Once the extent of the local housing problem has been established, public participation may be further indicated through the utilization of a host of renewal aids which have been devised by the federal government. Based on the experience of the past two decades, the thrust of these federal programs are toward the alleviation of social and economic problems which underlie physical blight as well as the physical problems themselves, and toward the essential involvement of private enterprise along with government in developing meaningful solutions.

With a significant proportion of Madera's population in a low-income status, and with several residential neighborhoods exhibiting blight ranging from beginning signs of deterioration to dilapidation, the future social and economic well-being of the community as a whole depends to a large extent on how Madera approaches these problems. A significant first step would be to prepare a Housing Element of the General Plan to provide a clear understanding of the problem and of alternative solutions as a basis for a variety of public and private action programs. This study should be broadly based to identify the full extent of housing needs within the community as a whole.

Beyond consideration for housing needs, is the broader approach to "renewing" other deteriorating portions of the urban area. There are a number of commercial areas and areas of mixed residential and commercial character which require attention, such as the central business district and sections along Gateway Drive. Thus, the term "renewal" should be considered in the broader sense of referring to all areas of the community which require physical improvement. As in the case of housing, renewal efforts may be required to "conserve" areas indicating early signs of blight; to "rehabilitate" areas where structures are sound and use compatible; and to "redevelop" areas where conditions and problems are beyond the point of reasonable solution by means other than land clearance.

This broader concept of renewal may well require a formalized approach by the City through the creation of a city redevelopment agency. As a first step prior to such formalized action, the City should avail itself of all pertinent information concerning renewal programs available through the regional offices of the Department of Housing and Urban Development. A series of local meetings with regional office personnel would serve to provide a step-by-step understanding of available federal aids and their potential for meeting the needs of Madera.

Civic Design

"The concept of the public welfare is broad and inclusive...the values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well balanced as well as carefully patrolled."

(From a decision of the United States Supreme Court, 1954)

The achievement of beauty within the community is a basic goal of the General Plan. Some of the policies and proposals of the Plan deal directly with matters of preservation or enhancement. Attractive entrances to communities, and increasing the physical attractiveness of the central business district are examples. But many opportunities exist for achieving a greater sense of physical beauty within the urban area which should be

approached with conscious and deliberate action. These opportunities range from well landscaped public grounds to regulations dealing with signs and outdoor advertising structures. Street tree programs, making the most of key focal points, preserving buildings of historical and architectural significance, cleanup-paintup campaigns, and blocking views of visual eye-sores are other examples. Coordinated planning and project execution is also vital to achieving civic design goals of the Plan.

ANNUAL REVIEW AND PERIODIC REVISION OF THE GENERAL PLAN

An alertness to changing conditions and unforeseen impacts is essential to the success of any planning program. Whether it be a new college program, large industrial development or changes in the administration of local government, the planning program must respond to these shifts and unanticipated developments. Accordingly, the General Plan, based on the soundest of information and judgment now available, must be kept up to date. At any point in time, two, five and ten years from now, the plan for future development should take both a medium and long-range look ahead. the Plan should be reviewed jointly each year, preferably during the winter season prior to formulation of the annual budget. It is doubtful that major changes will be required during the annual review period for the next 3-5 years, unless growth and development activity has accelerated rapidly in the interim. At least once every five years, the economic, population and space projections and the standards of the General Plan should be analyzed to determine whether revisions are necessary in the policy goals of the Plan.

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